

Implementation Plan for Recommendation I.A2. Support active transportation through implementation of “complete streets” and Recommendation I.A4. Highlight the opportunities presented by SB 375 to promote active transportation.

Health in All Policies Task Force Implementation Plan
***Support Active Transportation through SB 375 and Complete
Streets Implementation***

Endorsed by the SGC on January 24, 2012

I. The Health in All Policies Task Force

The Health in All Policies (HiAP) Task Force is a multi-agency effort to improve state policy and decision-making by encouraging collaborative work towards health and sustainability goals by incorporating health considerations into non-health policy areas. After an in-depth process that included input from health and policy experts, the public, and extensive Task Force discussions, the Strategic Growth Council (SGC) approved eleven priority recommendations and charged the Task Force with developing implementation plans.

The HiAP Task Force is comprised of staff from the following agencies, departments, and offices: Air Resources Board; Business, Transportation, and Housing Agency; Department of Community Services and Development; Department of Education; Department of Finance; Department of Food and Agriculture; Department of Forestry and Fire Protection; Department of Housing and Community Development; Department of Justice; Department of Parks and Recreation; Department of Social Services; Department of Transportation; Environmental Protection Agency; Governor’s Office of Planning and Research; Health and Human Services Agency; Labor and Workforce Development Agency; Office of Gang and Youth Violence Policy (Funding was abolished in the 2011/12 budget; OGYVP closed on December 31, 2011.); and Office of Traffic Safety. In addition, the Task Force is staffed and facilitated by the California Department of Public Health.

II. Goals and Objectives

Goals

Aspirational Goal: Every California resident has the option to safely walk, bicycle, or take public transit to school, work, and essential destinations.

The aspirational goal above provided the structure for the development of recommendations to promote active transportation and help achieve other important sustainability goals. For the purposes of the Task Force’s efforts, active transportation refers to walking, biking, wheeling, and taking public transit to destinations. Public transit is considered active transportation because it generally involves another active mode at the beginning or the end of the trip. Achievement of this aspirational goal will require efforts across California, both within and outside government, at the state, regional, and local levels, and over many years. This implementation plan represents a first step by the HiAP Task Force towards this goal.

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This implementation plan outlines an initial set of activities to advance Recommendation I.A2., “Support active transportation through implementation of ‘complete streets’” and Recommendation I.A4., “Highlight the opportunities presented by SB 375 to promote active transportation.”^{1,2} These are two of the six recommendations made by the Task Force to advance the goal of improving active transportation opportunities. For more information on additional HiAP Task Force recommendations related to active transportation, please refer to the *HiAP Task Force Report to the SGC*.¹

Objectives

Given the landscape of existing efforts to implement complete streets in California, the Task Force has selected objectives that build upon current efforts, promote cross-sectoral collaboration, and have the potential for significant benefits without requiring significant resources.

Three objectives will be pursued:

1. Increase the capacity of state agencies to promote complete streets.
2. Support local entities in implementation of complete streets.
3. Promote active transportation through opportunities presented by SB 375.

III. Rationale

Relation of Transportation to Health

Transportation infrastructure is essential for business, economic development, and the welfare of all California residents, and can affect health in many ways, including the level of access communities have to jobs, medical care, healthy food, educational opportunities, and other necessities. Active transportation can reduce the risk of heart disease, improve mental health, lower blood pressure, and reduce risk of overweight and obesity through increased physical activity.³ Active transportation can also support greenhouse gas (GHG) and air pollution reduction goals, while motor vehicle emissions can reduce air quality, contributing to impaired lung development, lung cancer, asthma and other chronic respiratory problems, and heart disease.^{4,5}

Statewide efforts to implement SB 375 present a timely opportunity to promote the adoption of active transportation strategies across California. SB 375 calls for GHG

¹ Health in All Policies Task Force Report to the Strategic Growth Council, December 3, 2010. Available at http://www.sgc.ca.gov/hiap/docs/publications/HiAP_Task_Force_Report.pdf.

² Senate Bill No. 375, Steinberg, 2008.

³ Frank L.D., Andresen, M., and Schmid, T. (2004). Obesity Relationships with Community Design, Physical Activity, and Time Spent in Cars. *American Journal of Preventive Medicine*, 27(2), 87-96.

⁴ Woodcock J, et al. (2009). Public health benefits of strategies to reduce greenhouse-gas emissions: urban land transport. *The Lancet*, 374(9705), 1930-1943.

⁵ Ewing R., Bartholomew K., Winkelmann S., et al. (2007). Growing cooler: the evidence on urban development and climate change. Washington, DC: Urban Land Institute.

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reduction targets as a part of the Regional Transportation Plan (RTP) update process. One effective way to reduce GHG emissions is to reduce vehicle miles traveled (VMT) by shifting trips from single occupant vehicles to walking, biking, and public transit. This requires implementation and coordination of a range of strategies that in total promote active transportation. Active transportation brings with it significant health benefits, as discussed above. VMT reduction through active transportation is also supported by complete streets, as discussed below.

Definition of Complete Streets

Complete streets was codified as state policy by the California Complete Streets Act (AB 1358, 2008), which requires local entities to consider the needs of all users of streets, roads, and highways when revising the circulation elements of their general plans. The California Department of Transportation (Caltrans) Deputy Directive DD-64-R1 (2008) subsequently defined a complete street as “a transportation facility that is planned, designed, operated, and maintained to provide safe mobility for all users, including bicyclists, pedestrians, transit riders, and motorists, appropriate to the function and context of the facility.”⁶ The intent of the directive is to ensure that travelers of all ages and abilities can move safely and efficiently along and across a network of complete streets.

Complete streets improvements may involve the addition of crosswalks, sidewalks, bicycle facilities, crossing signals, or traffic calming measures, among others. These features can reduce the risk for motor vehicle crashes and injuries to pedestrians and bicyclists, and can increase the desirability and safety of walking, biking, and public transit use, thereby supporting physical activity. Complete streets can generate economic benefits by revitalizing communities and supporting low-cost transportation options. Not all complete streets look the same; it is important to identify context sensitive solutions that account for the unique characteristics of each community environment and fit the needs of the users. Addressing the varied transportation planning needs of rural, urban, and suburban areas will require flexibility and authentic stakeholder engagement.

Existing Efforts

Caltrans and other partners are already doing a tremendous amount of work to implement complete streets in California. The actions in this implementation plan aim to build upon, rather than duplicate, existing efforts, such as:

- Caltrans *Complete Streets Implementation Action Plan* (2010), which has 73 actions under seven topic areas that districts and divisions will complete and the Steering Committee will monitor, in order to implement DD-64-R1 in the department. Topic areas include 1) highest focus areas, 2) guidance, manuals, and handbooks, 3) policy and plans, 4) funding and project selection, 5) raise awareness, 6) training, and 7) research.

⁶ California Department of Transportation (2010). Implementation of Deputy Directive 64-R1: Complete Streets - Integrating the Transportation System. Retrieved from http://www.dot.ca.gov/hq/tpp/offices/ocp/complete_streets_files/CompleteStreets_IP03-10-10.pdf

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- Caltrans report to the Legislature, *California Blueprint for Bicycling and Walking* (2002).
- Revisions proposed by Caltrans to the 2009 *Highway Design Manual* (HDM) pursuant to the Complete Streets Deputy Directive.
- Development by Caltrans of *Complete Intersections: A Guide to Reconstructing Intersections and Interchanges for Bicyclists and Pedestrians* (2010).
- Caltrans and the California Office of Traffic Safety’s (OTS) efforts to implement the 2006 *Strategic Highway Safety Plan* (SHSP).⁷
 - SHSP action 8.8, “Continue to support programs that seek to implement ‘Complete Streets’ measures that provide safe access for all roadway users.”
 - SHSP action 13.5, “Support the California Department of Transportation (Caltrans) Complete Streets Implementation Action Plan. Complete Streets ensure that bicyclists, pedestrians and motorists of all ages and abilities are able to move safely along and across corridors. This applies equally in rural, suburban, and urban areas.”
 - Numerous additional SHSP actions address safety for road users.
- Revisions made to the Caltrans *Manual for Uniform Traffic Control Devices* (2009), pursuant to the Complete Streets Deputy Directive.
- The Governor’s Office of Planning and Research’s (OPR) 2010 *Update to the General Plan Guidelines: Complete Streets and the Circulation Element*.

State agencies are also already working to promote active transportation through SB 375. SB 375 requires Metropolitan Planning Organizations (MPOs) to prepare a Sustainable Communities Strategy (SCS) and/or an Alternative Planning Strategy (APS) in order to achieve GHG reduction targets as a part of the RTP update. Active transportation is one of many strategies to support this goal. Recent and ongoing efforts include:

- The SGC-supported Sustainable Communities Learning Network.
- Funding opportunities through the SGC to support communities in the development of SCS’s, including the Sustainable Communities Planning Grants.
- Workshops for local health departments and MPOs in June 2010 on incorporating health into transportation modeling.
- The California Department of Public Health (CDPH) is quantifying the health impacts of shifts from automotive-centered transport to active transportation modes.

Role for HiAP Task Force

At HiAP public workshops held in 2010 and 2011, members of local agencies and community-based organizations expressed a need for training, technical assistance, and outreach on complete streets implementation, including context-sensitive solutions. Participants conveyed the value of technical assistance and training to local agencies

⁷ Business, Transportation, and Housing Agency (2006). California Strategic Highway Safety Plan. Retrieved from http://www.dot.ca.gov/hq/traffops/survey/SHSP/SHSP_Final_Draft_Print_Version.pdf

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and MPOs to help them understand the relative health benefits of active transportation, and to identify methods for incorporating active transportation in local and regional planning processes.

While complete streets implementation primarily takes place on a local level, the State plays an important role by providing technical assistance and guidance regarding project design, planning, and implementation. The HiAP Task Force has identified collaborative actions that members can take to increase the State’s capacity in this work, and to improve the capacity of local entities to implement complete streets. The actions in this implementation plan focus primarily on ways that the State can support local efforts, including through the SB 375 SCS process. The State can also play a role by commenting on federal legislation related to transportation.

IV. Resources

The Business, Transportation and Housing Agency (BTH) and several of its departments already apply significant resources towards the implementation of complete streets efforts in California. This implementation plan will focus on collaborative opportunities to engage other partners in additional low-cost actions to support local implementation of complete streets and SB 375. The activities outlined in this plan will be supported by contributed time from HiAP staff and staff in state agencies that work with and through local agencies. Diminishing resources may impact the ability of agencies to carry out the outlined Action Steps. There are no direct funds to support this project.

V. Workplan Narrative

Objective 1: Increase the capacity of state agencies to promote complete streets.

Action Step 1.1: Maintain attention on the current federal transportation reauthorization process in order to identify potential opportunities to promote active transportation and complete streets.

As of January 2012, a federal transportation reauthorization bill is being crafted by Congress, and California is monitoring developments. The Task Force will stay informed about the progress of federal transportation reauthorization, in order to identify potential future opportunities to highlight the health and sustainability benefits of active transportation and complete streets. As a first step in implementing this action, Caltrans staff will provide an update on the current status of federal transportation reauthorization to the Task Force.

Action Step 1.2: Support the SGC in hosting a workshop on the links between Safe Routes to School, complete streets, and school facilities decision-making.

The Task Force, including Caltrans, CDPH, OTS, California Department of Education (CDE), OPR, and the Department of Housing and Community Development (HCD), will support the SGC in hosting a workshop to follow up on its

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August 31, 2010 half-day roundtable on school siting. The 2010 event engaged state, regional, and local policy leaders in discussing promising strategies for creating connections between schools and healthy, sustainable community development efforts. Structured as a “public research” event, participants discussed issues and challenges, and identified policy and implementation opportunities to leverage “win-wins” that would improve educational quality and make communities more livable and economically sound. The proposed workshop will explore the recommendations identified in the report from the 2010 roundtable, Smart Schools for Sustainable Communities: Aligning Sustainable Communities Planning and Public Education in California, prepared by the Center for Cities & Schools, and will provide a platform for further discussion of the links between Safe Routes to School, complete streets, vehicle miles traveled, smart mobility, and school facilities decision-making, while highlighting the various benefits of these efforts that can serve as points of entry for stakeholder involvement. School facilities topics could include the links between active transportation and school programming changes (consolidations or closures), retrofits, and siting of new schools. As part of workshop planning, the involved agencies will develop specific objectives and outcome measures for the convening.

Action Step 1.3: Convene a complete streets orientation workshop for HiAP Task Force member departments’ staff.

The Task Force will host an interactive hands-on charrette (collaborative planning session) as a pilot effort for its HiAP member departments that will focus on members’ office facilities and immediate environs as a first step in enhancing their understanding of complete streets and how they can increase opportunities for active transportation for their employees. Participants may include branch, section, and unit chiefs in relevant program areas, transportation coordinators, health and safety officers, and representatives from the City of Sacramento Transportation Department. Through a collaborative agreement with the Local Government Commission (LGC) to provide training on active transportation, CDPH can provide resources for facilitation of this event. HiAP staff will also explore collaborating with the Department of General Services (DGS) Office of Fleet & Asset Management State Employee Parking & Commute Program (Parking Unit) and DGS Employee Transportation Coordinators in order to gather information on existing conditions and discuss application of the results from the DGS State Your Mode 2009 State Employee Commute Survey.

Objective 2: Support local entities in implementation of complete streets.

Action Step 2.1: Incorporate complete streets funding into the SGC’s online Funding Wizard.

The SGC’s Funding Wizard is a public online clearinghouse for financial resources that cities and counties can use to promote sustainability efforts. The Funding Wizard includes grants, loans, tax incentives, technical assistance, and other opportunities to

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finance energy efficiency, green transportation, renewable energy, water efficiency, waste reduction, green building, and other sustainability projects that can contribute to reducing GHG emissions. The SGC is exploring a partnership with the Air Resources Board (ARB) to enhance the Funding Wizard’s user interface on the CoolCalifornia.org website. Caltrans will collaborate with ARB to identify funding opportunities to promote active transportation. Additionally, ARB will add a complete streets search category to the Funding Wizard interface. CDE will promote active transportation, complete streets, and walk to school principles and funding opportunities by including appropriate funding sources identified through this action step on CDE’s website.

Action Step 2.2: Facilitate outreach to local entities on messaging around complete streets efforts and case studies of promising strategies used to promote implementation of complete streets.

State agencies have already developed a range of resources providing guidance on complete streets implementation. These include OPR’s Update to the General Plan Guidelines: Complete Streets and the Circulation Element (2010), a Caltrans video highlighting complete streets efforts, the May 2011 Proposed Highway Design Manual Changes, and Caltrans’ Complete Intersections: A Guide to Reconstructing Intersections and Interchanges for Bicyclists and Pedestrians (2010). In February 2012, the PedSafe Program, housed at CDPH and funded by OTS, will launch a cutting-edge media campaign, *It’s Up to Us*, providing local jurisdictions with templates, tools, and messages that encourage positive changes toward a safer pedestrian environment. Caltrans will work with ARB to identify strategies to coordinate funding streams in order to advance complete streets efforts. An additional case study may be developed to highlight the results of Action Step 1.3. Outreach materials will also highlight the economic and jobs benefits of complete streets implementation. The Task Force will explore outreach venues to further disseminate these and other resources on complete streets and will partner with CDPH, HCD, OTS, OPR, CDE, the California Department of Forestry and Fire Protection (CAL FIRE), and Caltrans to identify salient messages and exemplary case examples to share with local agencies. Outreach and technical assistance to local agencies could occur through OPR’s local government roundtables and the SGC-supported Sustainable Communities Learning Network. Other partners could include the Institute for Local Government (ILG) or LGC.

This effort also supports an objective from the Task Force’s implementation plan *Support Urban and Community Greening and Access to Green Spaces*.⁸ That plan calls for the Task Force to “Coordinate community greening opportunities across other HiAP Task Force implementation activities and with other state agency workgroups.” Specifically, Action Step 3.1 calls on “HiAP staff [to] work with the Department of Transportation (Caltrans), CAL FIRE, and other partners to summarize existing research on the role of vegetation in improving the bicycle and pedestrian environment

⁸ Health in All Policies Task Force Implementation Plan, *Support Urban and Community Greening and Access to Green Spaces*, presented to the SGC October 21, 2011. Available at: <http://www.sgc.ca.gov/meetings/20111102/nov2011-hiap-greening.pdf>.

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to support active transportation and the implementation of complete streets.” These findings will also be disseminated through the channels mentioned above.

Objective 3: Promote active transportation through opportunities presented by SB 375.

Action Step 3.1: Support increased integration of active transportation modes into Sustainable Communities Strategy updates.

The Task Force, or a subset of members, will provide outreach and technical assistance to MPOs on how active transportation can support GHG reduction targets. OPR is coordinating state agency comments on draft SCSs and will incorporate Task Force member agency comments related to active transportation into its comment letters to MPOs, as appropriate.

Action Step 3.2: Incorporate health considerations into outreach related to the SGC Sustainable Communities Planning Grant program.

The Sustainable Communities Planning Grant program is closely connected to SB 375 and AB 32 and presents an opportunity to emphasize the health and sustainability benefits of active transportation. HiAP and Caltrans staff recently worked with the SGC and Department of Conservation (DOC), which manages the SGC Sustainable Communities Planning Grant program, to develop materials on the health and environmental benefits of active transportation and complete streets. DOC included this information in technical assistance offered as part of the Round 2 grant program solicitation in the form of a fact sheet provided at its January 2012 workshops for grant applicants. Under this Action Step, a similar process will be repeated for Round 3 of Sustainable Communities Planning Grant funding, with an aim to include information on active transportation as an appendix to the Round 3 grant guidelines.

Action Step 3.3: Disseminate the results of a California-specific modeling study on the health benefits of increased active transportation.

Dr. Neil Maizlish of CDPH has developed a model to assess the health benefits of active transportation. Dr. Maizlish will present the results of his research at an SGC meeting and discuss its implications for transportation planning. The results of Dr. Maizlish’s study could be particularly relevant as the SGC endeavors to advance proposed Action 8 of its draft strategic plan, “Further the objectives of SB 375 through review, reporting and evaluation of Metropolitan Planning Organization (MPO) progress on their grant-funded projects.”⁹ CDPH staff will explore the feasibility of presenting about health and air quality co-benefits at MPO quarterly meetings, and CDPH will offer technical assistance to urban MPOs on quantifying the health co-benefits of active transportation.

⁹ California Strategic Growth Council, Strategic Plan Public Review Draft, December 6, 2011. Available at <http://www.sgc.ca.gov/docs/SGC-plan-public-draft.pdf>

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VI. Workplan Summary

Duration: Three years

Support Active Transportation through SB 375 and Complete Streets Implementation

Resources: There are no direct funds to support the action steps in this implementation plan. These activities will be supported by contributed time from HiAP staff and, as available, staff in state agencies. Diminishing resources may impact the ability of agencies to carry out the outlined Action Steps.

Note: HiAP staff (CDPH) will have primary responsibility for all Action Steps. Additional agencies will have responsibilities as outlined in the preceding narrative.

Aspirational Goal: Every California resident has the option to safely walk, bicycle, or take public transit to school, work, and essential destinations.				
Recommendations:				
<ul style="list-style-type: none"> • Support active transportation through implementation of “complete streets.” • Highlight the opportunities presented by SB 375 to promote active transportation. 				
Action Step		Participating Agency(ies)	Deliverable	Timeline
Objective 1. Increase the capacity of state agencies to promote complete streets.				
1.1	Maintain attention on the current federal transportation reauthorization process in order to identify potential opportunities to promote active transportation and complete streets.	Caltrans, OPR, CDPH, CDE, SGC, Cal/EPA, ARB, OTS, BTH, HCD	Briefings and discussions with Task Force, SGC staff, and SGC on progress of transportation reauthorization	January 2012 – Ongoing
1.2	Support the SGC in hosting a workshop on the links between Safe Routes to School, complete streets, and school facilities decision-making.	SGC, Caltrans, OTS, CDE, CDPH, OPR, HCD	Workshop, Workshop agenda and materials	September 2012
1.3	Convene a complete streets orientation workshop for HiAP Task Force member departments’ staff.	Task Force, CDPH, LGC	Workshop, Workshop agenda and	June 2012

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			materials	
Objective 2. Support local entities in implementation of complete streets.				
2.1	Incorporate complete streets funding into the SGC’s online Funding Wizard.	SGC, ARB, Caltrans, CDE	Updates to the Funding Wizard website	April 2012 – October 2013
2.2	Facilitate outreach to local entities on messaging around complete streets efforts and case studies of promising strategies used to promote implementation of complete streets.	OPR, Caltrans, CDE, CDPH, OTS, CAL FIRE, HCD	Messages and case examples, OPR Roundtable covering complete streets	Fall 2012 – Ongoing
Objective 3: Promote active transportation through opportunities presented by SB 375.				
3.1	Support increased integration of active transportation modes into Sustainable Community Strategy updates.	CDPH, OPR, Task Force	Presentations at MPO quarterly meetings	2012 – 2014
3.2	Incorporate health considerations into outreach related to the SGC Sustainable Communities Planning Grant program.	SGC, DOC, Caltrans, CDPH	Technical assistance presentation materials	Fall 2012
3.3	Disseminate the results of a California-specific modeling study on the health benefits of increased active transportation.	SGC, CDPH	Presentation at SGC meeting	June – December 2012

ARB: California Air Resources Board

Cal/EPA: California Environmental Protection Agency

Caltrans: California Department of Transportation

CDPH: California Department of Public Health

HCD: Housing and Community Development

OTS: Office of Traffic Safety

BTH: Business, Transportation and Housing Agency

CAL FIRE: California Department of Forestry and Fire Protection

CDE: California Department of Education

DOC: California Department of Conservation

OPR: Governor’s Office of Planning and Research

SGC: Strategic Growth Council

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VII. Cross Cutting Themes

A. Interagency Collaboration

While Caltrans is the lead agency addressing transportation and complete streets for the State, other policy areas are impacted, and several agencies will work together to support local implementation of complete streets and active transportation initiatives, including through SB 375 processes. The Task Force will engage with existing cross-agency working groups, such as those responsible for implementation of California’s SHSP.

B. Equity

Because transportation infrastructure is essential for business, economic development, and the welfare of all California residents, assuring equitable resource dissemination to improve and enhance access to all modes of transportation is an important role for the Task Force. Ensuring that communities have equal access to the benefits of complete streets and active transportation options, and equal protection from transportation related injury and mortality, are appropriate concerns for the Task Force. A related concern is long-term stability of transit funding and operations.

C. Community Engagement

Local governments will be engaged through message development and resource dissemination to promote complete streets and incorporation of active transportation in SB 375 implementation.

D. Data

The proposed actions include gathering, interpreting, and disseminating data. In this project, the State will share and highlight existing tools for local data collection and analysis, as well as directly provide data to support local efforts to plan and implement complete streets and active transportation enhancements. One example is the work by Dr. Maizlish, discussed in Action Step 3.3.

VIII. Evaluation

Given limited resources for this project, evaluation will be limited to ensuring timely completion of deliverables.

IX. Contact

To learn more about the Health in All Policies Task Force, visit www.sgc.ca.gov/hiap/ or e-mail HiAP@cdph.ca.gov.